

Mission Report

**Partnership Building in Urban Management
and Improvement of Urban Services in Ukraine**



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1. Introduction

On November 21-25, Dr. J. David Hulchanski, Director of Centre for Urban and Community Studies (CUCS), and Mr. Anatoly Oleksiyenko, CUCS Research Associate and Program Director of the U of T Urban International, with support from colleagues at the National Academy of Public Administration of the Office of the President of Ukraine (Dr. Volodymyr Vakulenko, Chair of Regional Administration, Local Self-Government and Urban Management, and Ms. Ivanna Atamanchuk, International Relations Coordinator) met with senior representatives of city administrations and city councils in Kyiv and Odesa, the Parliament of Ukraine as well as a number of donor organizations providing support to urban and community development reforms in Ukraine. As a result of these meetings, the following report has been prepared to reflect on major issues and insights into the current state of urban services in Ukraine.

2. Urban Services and Urban Management in Ukraine

The Orange Revolution has dramatically illustrated the emergence of a growing and vibrant civil society in Ukraine. Ground-up governance is a logical progression flowing from the expectations raised by the revolution. However, the practices and traditions of such governance are few and there are even fewer that have been institutionalized.

Among other outcomes, the Orange Revolution has raised the expectation among the population that the new democratic government can improve people's livelihood and increase the standard of living. The European standard, as ambiguous as it is, permeates both political talk and popular opinion. In more specific terms, housing, communal services (heating, electricity, water), land use, transport and other urban services are of concern to the ordinary citizen. The quality of these services, however, has been at the bottom of the governmental priorities for decades, and consequently, shows the signs of serious dilapidation. According to recent surveys conducted by different sociological groups, the state of urban housing and communal services is now on the forefront of concern expressed by local communities. Although freedom of speech and other human rights have become major achievements of the 2004 events, improvement in the basic urban needs will be the only way to enhance public trust in the new government and a final measure of gains of the Orange Revolution.



According to the surveys conducted by the World Bank/PADCO/ICPS project¹, called *People's Voice*, the public expresses grave concerns about the quality of municipal services. The two major issues on the list of urgent issues are housing and communal services. In particular, heating, water supply, and housing management are often named as major problems. The quality of water in particular raises a serious concern. For example, water quality is named as a serious issue by 75.6% respondents in Chernihiv, 90% in Komsomolsk, and 94% of respondents in Alchevsk (the project's pilot cities in central and eastern Ukraine). Many respondents placed blame for the problem on the cities' old water supply infrastructure as well as on poor sanitation and sewage systems.

Among other problems, 62.5% of respondents in Komsomolsk, 71% in Alchevsk, and 75.9% in Chernihiv also noted the poor quality of roads in cities. The decreased ability of the local governments to mend roads and the increased number of private vehicles has created a significant impact on the state of the transport infrastructure in cities. The increased congestion has also worsened the environmental condition. The roads and streets are poorly lit and become dangerous by night. More than 47% of respondents in Alchevsk, 56.5% in Chernihiv and 66.6% in Komsomolsk noted the increased concern with regard to growing criminality and personal safety.

Responding to a survey question about possible solutions to the problems, respondents said that they were not ready to pay increased fees in order to obtain better quality of services. Citizens of Alchevsk and Komsomolsk noted that the most efficient way to achieve improvement would be through enhanced control over expenditures and an improvement in management efficiency at local housing bureaus (aka "ZHEK") that are responsible for housing and communal services. The development of a more transparent system of management was noted as the most effective way to improve the quality of services. In Chernihiv, survey respondents felt that improvement in communal services would result from the privatization of such services and a diversification of providers (private providers could create more opportunities).

The surveys of the *People's Voice Project* also indicated that 83% of respondents of Alchevsk and 92% respondents in Komsomolsk had no experience in addressing these problems to or discussing them with representatives of the local governments. This passivity is primarily explained by a lack of trust in the governmental officials' ability to resolve the problems. On the other hand, 46% of respondents in Alchevsk noted that they

¹ Holos Hromads'kosti. Proekt Svitovoho Banku/PADCO/MTSPD. Zadovolenist' Naseleennia Mista Komsomol'ska Rivnem Nadannia Posluzh. Doslidzhennia vykonano Kyivskym Mizhnarodnym Instytutom Sotsiologiji. 2004. 44 p. (similar publications available for cities of Chernihiv and Alchevsk). Information about the project is available at <http://www.pvp.org.ua/eng/news/chronology/>



were not informed about the work of the local government, and almost 40% in Alchevsk and 71.5% in Komsomolsk had never heard about the work of the NGOs involved in improving municipal services.

From the long list of problems associated with urban services and their management, priority in Alchevsk and Komsomolsk, two medium-sized cities in Eastern Ukraine, was attached to housing and communal services (93.1% in Alchevsk and 89.6% in Komsomolsk named this as priority, with the following 74% in Alchevsk and 91.9% in Komsomolsk indicating the need to fix the roads).

The other survey conducted by one of Ukraine's foremost analytical centres, the Razumkov Centre for Economic and Political Research, indicates that the capital city of Ukraine, Kyiv, had encountered similar problems² – more than 58% of respondents in this city named housing and communal services as one of the gravest concerns that they primarily relate to the work of the Kyiv City Administration. Moreover, a major decrease in the quality of city life is observed in the following areas: economic situation (50.2%), standards of living (50.6%), criminal situation (43.1%), public health (54.5%), the work of local housing bureaus (58.8%), environmental situation (58.1%), and corruption (45.8%). The priority areas for improvement were cited as: medical services (50.1%), parks and recreational zones (43.2%), playgrounds and sport fields (37.5%), and public transport (35.5%). 52.4% respondents said that the City government ignores public opinion and protects their corporate interests (51.1%).

Many leading specialists in this area consider that the major problems related to services and housing in particular are primarily caused by the centralized tariffs that cannot cover real costs of housing and communal services. Secondly, the overly-centralized, ineffective system of management and complicated legislation create confusion and disable any effective decision-making at the local level. City administrations complain of inability to overcome the regulations created by the central government.

Currently, a local housing bureau is in charge of 30-40 buildings. Being loosely linked with the City Administration, these bureaus are reported to lack direct motivation to improve their work or the processes of service delivery. Before the privatization of housing, the whole housing system was owned either by municipalities or the governmental ministries (i.e. very often the latter would be affiliated with certain state enterprises and institutions belonging to such ministries). At the time of massive privatization (circa 1995) most citizens privatized their apartments, while the buildings and surrounding territories were handed over to municipalities. Since that time, the

² Day Newspaper. Saturday, November 19, 2005. "Choho brakuje Kyijanam". P. 2



buildings and surrounding territories have remained a municipal responsibility³. The local housing bureaus became almost the only legal entities (subjects to legal relationships with enterprises which deliver communal services) representing houses' inhabitants needs in communal services and take care of centralized delivery of services (heating, water supply, electricity, elevator servicing, landscaping, waste management). Poorly funded and ineffectively managed, these bureaus are often subjects of complaints and resentment.

The delivery of communal services (heating, electricity, water) is reported to be ineffective because of over-centralization. State-owned enterprises such Vodokanal and KyivEnergo remain “natural monopolists”. They provide 80% of water and electricity to city dwellers. Consequently, they dictate tariffs for the services. From time to time these tariffs are reviewed by the central government. Because of low incomes, citizens often are not able to pay for communal services, or if they do, many still pay irregularly. As a result, according to government officials, the local housing bureaus are money-losers. They cannot cover direct costs. The existing prices, however, do not cover real costs, thus making it impossible for the local housing bureaus to provide services of adequate quality.

In addition, the housing bureaus lack funds for innovation or development of better management schemes. Hence, any strategic investments in the housing infrastructure are absent. Many decision-makers believe that an increase in user-fees is the only solution to the problem. For example, in Kyiv, to meet the needs of communal services, prices for heating and water are expected to increase by as high as 200%-300%.

Meanwhile, analysts observe that the local governments are not effective in managing the housing sector. They often lack technical information regarding housing or communal

³ For comparison, we were told that the Czech Republic ran a similar privatization process based not on the privatization of individual apartments but of the whole buildings only after all the building's residents had established a registered community as a legal entity to be the direct client of communal services (for the moment when privatization started, the Czech Republic had a law regulating this issue). In that regard, the building was required to create an association or a management board that would organize the process to privatize the whole building and the attached land lot. Thus inhabitants would take major responsibility for the entire building and communal services related to the housing, including the management of the surrounding territory. In Ukraine, the privatization of individual apartments while leaving buildings in communal ownership resulted in the thriving market of private apartments within dilapidated public houses. Only 10% of the housing market has buildings which are a condo-style and where housing services and management of the building is conducted in a modern western style. There is no clear legislation regulating the issue of condo-style establishment and functioning in Ukraine.



services. Consequently, distribution of resources is uncontrolled, water and energy usage is difficult to measure, and it is difficult to estimate where actual savings can be made.

Most recently, regional administrations were given the right to determine regional tariffs. This certainly creates opportunities for differentiation of prices. However, regional administrations are still in the early stages of defining their responsibilities and the upcoming territorial-administrative reform promises to redefine the limits of power and fiscal responsibility among the central, regional and local administrations. Besides, in the run up to the parliamentary elections, an increase in tariffs is subject to political speculations, especially since the growth of communal prices has been outpacing the growth of incomes.

In the last few years, the central government had made attempts to tackle communal services reform. Programmatic documents were developed and legislative guidelines for reforming housing and communal system were adopted. However, some critics remark, many of these programs are not properly studied and prepared. The connection between research, policy development and implementation is still loose. For example, the program on social housing has been in preparation for years. The new social housing program is currently being prepared by the new Ministry of Construction, Architecture and Communal Services. However, the social housing concept is not well understood since very often the owners of social housing end up privatizing apartments, which they had received through the social housing programs.

The restriction on housing tariffs remains a major roadblock that local governments say the central government is not willing to remove, thus halting the reform. The government's equation of service quality with real costs is certainly justified; however there were fewer attempts to review the quality of administration and expenditures, privatization of some functions or other ideas related to restructuring of the existing system of housing and communal services management. Besides, the majority of such proposals are viewed from the point of view of centralized providers and there were few or no alternatives proposed to review the whole concept in light of decentralization.

The Parliament of Ukraine has been trying to improve housing-related laws; some amendments were made. However, at the local level, such amendments are viewed as creating a more complicated and controversial muddle. For example, the housing and communal services legislation is weak when it comes to the distribution of roles and responsibilities between individual users or their representatives and communal service providers. Municipal governments are often fully responsible for the delivery of communal services, while the centralized legislation regulates financing, pricing and



relations between the monopoly enterprises in a way that does not correspond with the particular regional and local situations.

City administrators believe that urban administrative issues need to be authorized and managed through separate city acts and legislative regulations. This would allow cities adopting a number of regulations to improve housing sector management and accelerate the differentiation of communal services and prices. However, to improve the urban services the community involvement in the process needs to be improved. Relations between communities and community service providers are minimal. The local housing bureaus remain an intermediary in such relations (communities deal with the housing bureaus, and the housing bureaus with the service providers – Vodokanal or KyivEnergo). Given the fact that the local communities have little control over the housing bureaus, the latter's intermediary function is considered to be ineffective.

Some analysts believe that the deregulation of tariffs should be introduced to differentiate between those who can pay for the service and those who cannot. New tariffs should be linked to the buildings. Citizens should also be able to choose the local housing bureau with which they would be able to establish productive relations. However, the effectiveness of management among the local housing bureaus is still low and the market for provision of communal services is practically non-existent.

Neither the central nor the regional government subsidizes the housing sector or provides any investments or development funds to municipalities. Municipal governments are on their own to cover all expenses. The relations between municipal governments and regional administrations are still unclear, and although regional administrations are authorized to determine tariffs, it is not clear how fiduciary responsibilities between these two levels will develop. The city government of Kyiv, for example, runs a budget deficit of UAH \$150M because of housing and does expect reimbursement from the central government.

Regarding public awareness about existing urban management and finance problems, we were told that it was possible that the public understands the problem in general but an ordinary citizen has inadequate income to cover the expenses. Neither has he or she the political leverage to influence the decisions or management style of the local housing bureaus. Moreover, many citizens are reported by local officials to expect that the state and the central government should be the main providers of services and should take care of all expenses. The tradition and experience of free services during the Soviet times are still remembered and cherished.



Concerned with the level of urban infrastructure and delivery of urban services, many residents of Ukraine complain that the government is concerned with economic agenda while some basic needs are neglected and poorly serviced. What seemed obvious to us was that the public evaluates the achievement of the new government by the changes everyone can measure at this basic needs level. By meeting the basic needs of the population, the government can acquire the leverage of public trust, something that has been lacking in the last 14 years.

Economic development has certainly been an important engine of general improvement in the quantity of services in Ukraine. The quality of services, especially in the public sector, is what is becoming a major concern. Inadequacy of proper structuring of urban services among the three levels of government: central, regional and local, as well as a lack of public engagement, remain serious causes of many problems that accompany the delivery of urban services.

The state often justifies the need for quick privatization by the need for funds to finance social programs and to sustain the municipal budget in order to cover the costs of a dilapidated social infrastructure. With privatization processes, Ukrainian cities acquire more political weight but also take more responsibility for the management of the processes. From the viewpoint of communities, such decentralization does not really empower communities since Ukraine still suffers from an absence of the rule of law, and, consequently, privatization may turn out lawless and unfair, and cases of corruption will be abundant. Some critics remark that the need for consultations, transparency and participatory processes will be gaining momentum in 2008. Participatory planning and better coordination between local governments and local communities is viewed as the only vehicle for managing more transparent and equitable land privatization and preventing social apathy, mistrust or outrage.

The other major problem is the challenge of engaging vulnerable populations. Homelessness has been named as an acute problem in Odesa. Tens of thousands of homeless people have been migrating to the south of Ukraine. To meet the challenge the City would need proper infrastructures and finance. However, the Odesa City Council lacks the capacity to resolve the problem and cannot make any specific decisions to improve the situation. At the public level, the procedure of bringing this issue for discussion at the city council is complicated. The number of approvals and hearings is huge and there are very few citizens who would like to follow the procedural route.

The current engagement of local communities is often symbolic. It turns out that the most active members in the building committees at this point are retired people. They require knowledge about the system, and about the political and legal aspects of governance.



Although some NGOs organize city seminars and round-tables for exchange of knowledge and ideas and the NGO leaders meet with the heads of local administrations and other municipal authorities, these experiences are few and surveys show that the public at large remains unaware of such work.

As communities search for a new type of governance, which includes meaningful participatory and monitoring mechanisms, the government finds itself unprepared to create a sophisticated mechanism for feedback and consultations. Moreover, because of a mass turnover of senior personnel in local administrations after the Orange Revolution, the government is often paralyzed and overwhelmed by a large number of unqualified and unprofessional administrators. While donors were largely focused on educating local communities to deal with the government, the government turns out to be unprepared to work with the increased demands and is likely to resume defensive, closed styles of Soviet management, where there is little opportunity for community engagement.

This creates a serious challenge to the government of President Yushchenko. Brought to power by people expecting more responsive and responsible governance based on increased public engagement, the new policymakers appear to have fewer skills than would be required to make significant progress towards effective governance. As such, improvement of urban services relies equally on the ability of municipalities to create good government as well as local communities to exert their influence through the use of good governance skills and negotiation with the government. Both municipalities/ local governments and local communities lack the adequate resources and skills to be truly effective. The number of those who would be able to share the knowledge and skills is still very low.

Urban governance is a new concept in Ukraine. The word governance carries often the connotation of government and state responsibility to make decisions and implement service-related programs. Although some local communities have already created new templates and modes of interacting with the government (we were provided with some excellent examples in Odesa, for example), in general, proactive communities have not achieved the critical mass that would be able to exert significant influence on the policy-making and strategy development in the country. In the event that communities would need to take on more responsibilities for controlling the quality of services related to their housing and communal services or to take on more responsibility for new budgeting solutions, few local governments would be ready to facilitate such interdependence and to share responsibilities.



3. Technical Assistance in the Area of Urban Governance

Western donors have been active in promoting community development projects in Ukraine and in training local leaders. CIDA, European Union, UNDP, US-Ukraine Foundation, Eurasia Foundation, and Soros Foundation have agreed to share their experiences and provided helpful insights. Considering a submission to CIDA, NAPA and CUCS/UT need to be aware of the projects and intensive technical assistance provided by CIDA and other donors. In particular, the resources and experiences in the area of public engagement, community development and empowering regional administrations should be integrated at the time of project planning.

The following are selected brief accounts of their contribution to the improvement of governance in Ukraine:

- The Canadian International Development Agency has been praised by many civil servants for supporting the development of the National Academy of Public Administration, the President of Ukraine. Currently CIDA provides assistance to a number of regional development and community development projects in western Ukraine (some of them are mentioned below). We were informed that CIDA has been in the process of developing a new strategy for Ukraine, and our visit coincided with the visit of the Vice-President of CIDA, who was discussing new collaborative plans with the government of Ukraine. Mr. Hollman, First Secretary of the Canadian Embassy in Ukraine informed us and our NAPA partners about programmatic priorities in Ukraine and about current CIDA projects implemented by CBIE, the Canadian Urban Institute and SIAST. We were also informed that CIDA would be interested in focusing on governance in the eastern regions of Ukraine. Hence, Odesa and Kharkiv where the branches of NAPA are located seem to be appropriate centres of application of our efforts in the future.

We were informed that the social aspects per se do not fall within the CIDA programming priorities. However, given that the focus on governance covers a number of issues in different areas where social aspects could be a component, social aspects can also be covered. For example, issues of public policy, services such as housing, public private partnerships, and development of programs for youth (as a cross-cutting theme), are likely to appear in CIDA governance projects.

- CIDA has also supported the *People's Voice Project* implemented by the World Bank, PADCO and ICPS. The project has been studying various forms of public engagement to improve municipal services in Ukraine. The project was implemented in six small and medium-size cities of Ukraine: Alchevsk,



Kolomyja, Komsomolsk, Lutsk, Makyjivka and Chernihiv. The project focused on improving the skills of local NGOs to be active participants in governmental processes, building pilot sites for improvement of prioritized municipal services, and informing the public through sociological research and comparative studies. The project prepared a number of instructional publications, such as *Public Participation*, and *Four Steps to Success: NGO Management*. These provide specific advice to NGOs with regard to forming local committees, civic education, public hearings, social monitoring, coalition building, strategic planning, budget planning and policy advice. They also provide specific management consultations with regard to human resource management, project planning and management. The *People's Voice Project* conducted training programs to provide methodological support in forming advisory boards, developing Internet and other information support, involving youth in governance processes. The *People's Voice Project* has also supported an international conference that dealt with evaluation and standardization of services provided by local governments and encouraged the participation of Ukrainian municipalities in the regional discussions held by Central and Eastern European communities.

- CIDA has also supported the *Community Economic Development Project* implemented by the Canadian Bureau for International Education. Launched in 2004, “The CED Project provides Canadian expertise in community economic development to partner organizations in Ukraine. It helps communities to mobilize their own resources, start community initiatives, and work together as a community with local authorities. CED works in three regions of Ukraine, in sites in which local communities have already shown their will to improve their economy and living environment. They want to obtain Western expertise in CED, integrate it into their own community economic work, and help other Ukrainian communities to do the same. The three areas in Ukraine are located in western and central Ukraine: Pustomyty Rayon, Cherkasy Oblast and Transcarpathia Oblast”⁴. The School of Community and Public Affairs of Concordia University has been collaborating with the CBIE on this project.

Previously CBIE implemented *Policy Advice for Reform in Ukraine* to provide internships to senior executives of the Ukrainian government in various aspects of economic and political reform. The project is approaching completion and, recently, the group of Ukrainian city mayors visited Canada, including the University of Toronto. The seminar on the changing context of responsibilities in

⁴ <http://www.ced.org.ua/eng/index.html>



- the Kyiv City Administration was facilitated by Dr. Enid Slack in the Munk Centre for International Studies.
- Recently, CIDA also provided support to the *Regional Governance and Development* project implemented by the Canadian Urban Institute. “The project will support Ukrainian government departments responsible for regional development to deliver and implement regional development planning and policy-making in a transparent, accountable and democratic manner. It will be managed by the CUI with support from the Foundation for International Training, the EuroRegioUkraine and a team of Canadian and Ukrainian administrators. An independent monitor will oversee the implementation and management of this project”⁵.
 - Another recent addition to the list of CIDA projects in Ukraine is the *Decentralized Management of Skills Training Project in Ukraine (DMSTP)* implemented by SIAST International Services, the Ottawa Bureau in collaboration with the Association of Canadian Community Colleges (ACCC). The project “aims to support the implementation of a decentralized management model for the Ministry of Labour and Social Protection to coordinate skills training in Ukraine by empowering Regional Administrations to design and implement programming in response to the demonstrated needs of stakeholders (such as labour unions and associations of industries and entrepreneurs).” The project intends to demonstrate to “national and regional policy makers the effectiveness of decentralized financial and administrative management, how accountability to national skills training priorities can be retained and enhanced within a decentralized model, and the importance of a partnership with communities and industry to ensure the adoption of efficient and relevant skills training programs”⁶. Economic productivity and unemployment are in the focus of the project.
 - EU provides training methodology for regional development and helps develop courses in economic development and legal studies. One such project is implemented by NAPA. In the deregulated system, there are fewer methods for developing and managing new approaches and relations between different economic stakeholders. EU has been doing a number of projects through Poland (in particular, the Ministry of Economics and Labour in Warsaw has been developing a special exchange model to provide more opportunities for Ukrainian senior administrators to study the Polish experience).

⁵ http://www.acdi-cida.gc.ca/cida_ind.nsf/0/1222AFCE078E651185256FFD00509C46?OpenDocument

⁶ <http://www.siastr.sk.ca/international/ottawabureau.htm#ukraine>



EU supports three vectors of project development (territorial balances, economic development, and human resource development) in three pilot regions (Volyn, Vinnytsia, and Cherkassy – western and central Ukraine). The project implementation takes place through policy advice and training (skills and attitudinal change). According to the EU, major challenges in project implementation are decision making capacities, energy for innovation, and know-how skills. In terms of regional development, transparency and coordinative mechanisms were named as core challenges. Although power relations are noted as important, they are poorly defined; many regions lack a strategy for change. This is often the result of poor diagnostics, inadequate data-collection, lacking analytical skills, and inadequate coordination between the levels of government.

Other challenges noted by EU are attitudinal change (slow and inadequate), implementation (not clearly structured), lack of intellectual capacity to shape sound mechanisms; inadequate partnership to build capacities; problems of sustainability and reliability of the civil service (frequent changes in government; high turnover). The EU representative believes that the country will achieve progress sooner if it has a sound and sustainable civil service.

On the financial side, EU sees a need to change the financial system with its archaic taxation system, and statues for different administrative bodies. There is a need for a shift in thinking about finance – finance should be dedicated to specific purposes. EU recognizes that it provides inadequate technical assistance to cover all these challenges. Consequently, they are concerned with raising more resources to help with these development issues.

- UNDP Ukraine has recently also provided support to municipal governments and local communities through its Municipal Sustainable Development Programme. The program will be implemented in the city of Halych (Ivano-Frankivsk Oblast, western Ukraine) and will support the local government in its effort to build participatory models for improving neighbourhoods and municipal services. The main focus of this program is on empowering local communities to deal with the municipal government⁷.
- The US-Ukraine Foundation⁸, for example, created a number of pilot projects in various areas of Ukraine to support community development and address issues of

⁷ <http://www.undp.org.ua/?page=areas&area=1>

⁸ <http://www.usukraine.org/>



budgeting and strategic planning. They consider that these particular issues still require a lot of work. The foundation has also established four regional centres which are authorized to plan their own work and implement projects, publish materials and provide advice to local governments. The Foundation has been publishing periodicals that address the development of local government. A municipal bulletin called “Partners” and a journal, “Aspects of Self-Government”, cover critical issues in the municipal sphere. The copies we were presented provided information on the complexities of administrative reform in Ukraine, the work of the Ukrainian parliament on changes to the Ukrainian municipal laws, Ukrainian integration into the European legislative context, responsibilities of the government, businesses and local communities in land use and management of territorial property, communal service problems and changes in tariffs for communal services as well as transparency in Ukrainian municipal governance.

The Foundation has created some cluster programs to bring together leaders from eastern and western Ukraine (the mayors of these regions were trained and then had internships in the US to learn more from western experiences but also to learn more about each other’s problems and challenges). Currently, the Foundation is experiencing a problem with Ukrainian specialists who were trained in the US through long-term training programs (Masters and Doctorate programs). We were told that the Foundation had to deal with the problem of accreditation of the US-educated specialists. That signifies that the strategy of educating analysts and researchers abroad through long-term programs can be ineffective at this stage. More results can be achieved by improving doctorate education in Ukraine including aspects of western curricula in the education of government specialists and providing networking with their Canadian colleagues during exchanges between Canada and Ukraine. This approach was adopted by NAPA in the past and proved to have positive results.

As do other donors, the US-Ukraine Foundation focuses their programmatic activity on smaller cities because they argue it is usually easier to negotiate a project with the mayors of smaller cities than it is with those of large ones.

- Supported by the Charles Mott Foundation and USAID, the Eurasia Foundation also implements a number of programs to support Ukrainian NGO centres that promote community development at the regional level. Project activities include “establishment of regional Press Centers and representative offices; training on social management for volunteers, entrepreneurs, NGOs, and local community leaders; creation of a philanthropy methodology database; and, establishment of a



group of information offices at state cultural centers to provide consultation for regional NGOs”⁹.

- The Soros Foundation in Ukraine has also supported Ukrainian NGOs, local self-government bodies, educational institutions, regional think tanks, and publishing houses that produce instructional materials, which enhance the professional abilities of local council deputies. The aim was to increase transparency of local self-government and regional administrative bodies with regard to social development plans. The Foundation has also supported such programs as Democratization and Reforming Local Self-Government and Public Administration Program, Public Policy Development Program, Mass Media Program, Woman in Society Program and Public Advocacy Program. These programs are geared at promoting principles of democracy and open society in Ukraine. Recently, major focus of the Foundation has been on initiatives preventing corruption in the government.

What seemed to us as a common denominator for donor’s assistance to Ukraine in the area of democratic development was the orientation on pilot projects and local experiences in small and medium-sized cities. This approach has resulted in a large number of positive cases. However, it was less evident that there is a good mechanism developed to promote the dissemination of good practices in Ukraine based on local success stories. One of the mayors noted that, very often, local examples are not studied adequately and local innovators feel like they need to receive foreign recognition before the local success is recognized and accepted at home.

Some critics remarked that donors seem to be pre-occupied with areas where change is easier to achieve and the return per aid dollar is higher (hence, the choice of smaller cities), while more complicated and messy areas that often require integrated and complex solutions are left untouched. In particular, one of the donors suggested dealing with cities with 50-100 thousand population since these provide faster and more measurable results. Larger cities are more complicated structures and results are more difficult to achieve and measure. An opponent of this idea noted that this approach leaves cities of provincial (regional) significance without proper show-cases for reform. They cannot compare themselves to the small cities in terms of the processes and complexities of intergovernmental relations.

⁹ <http://www.eurasia.kiev.ua/initiatives/initiative-en.phtml?id=18>



Few donors were able to achieve systemic influence. While some donors expect that the EU would provide support to urban development according to the European norms and standards, the sluggish EU system of support is inadequate for the growing needs of the Ukrainian government. Some strategic entry points, such as the National Academy of Public Administration, which provides in-service training and research, has not been adequately involved in technical assistance work in the last few years. Its infrastructure has been underutilized. This was largely explained by the difficulties related to the previous presidency and disengagement of the donor community from collaboration with the Academy. Many donors still see NAPA as a typically ineffective governmental institution. It was evident that the old stigma of seeing the NAPA as serving the wrong President has reflected on relations with international donors. However, after the Orange Revolution, we also felt that some donors were more prepared to take the opportunity to help the Academy to redefine its role and build new partnerships and initiatives. In this regard, the leadership of CIDA would be of particular importance and significance.

4. Training of Urban Managers

Current Capacities

Efforts to improve knowledge and developing the skills of urban leaders and managers, who would be able to encourage and facilitate changes in the public sector, has acquired a critical momentum in Ukraine. Many attempts have been made to raise the level of knowledge and skills of local communities and public servants in general. Above, we have provided some accounts from donors supporting training programs for municipal purposes. Although the effort has been significant, again, we would like to reiterate that efforts for systemic approaches and foci were few and random.

We regard the **National Academy of Public Administration**, Office of the President of Ukraine, as a strategic entry to systemic approaches for building the capacity of research and training in the area of urban development and management in Ukraine.

NAPA is the key school of government in Ukraine. It trains senior civil servants and provides research in the area of public administration and local governance in Ukraine.

The Academy is often mentioned as a Canadian project. Between 1991-2004, the Academy was led by Dr. Bohdan Krawchenko, a Canadian and former Director of the Ukrainian Studies Institute at the University of Alberta, who was one of the founders of the Institute of Public Administration and Local Government, NAPA's





predecessor, and who after the IPALG's restructuring led the NAPA's international portfolio. Dr. Krawchenko involved a number of Canadian experts in assisting with new curricula and training of the Ukrainian faculty and students. The Canadian contribution is widely recognized and valued at the Academy and among its alumni.

So far, the Academy has prepared 7,100 Masters of Public Administration, 33 Doctors and 152 Candidates of Sciences in Public Administration. The MPA program is 1.5 years of full-time training, and offers specializations in the following areas: public policy analysis, state regulation of economy and entrepreneurship, economic policy, legislative and regulatory processes, information policy and information technologies, staffing and controlling activities, international and domestic security, European integration policy, political institutions and processes, regional administration and local self-government, social and humanitarian policy, management of public institutions, urban management, education management, healthcare management, and management of cultural institutions. Moreover, the Department for Senior Public Servants provides part-time and distance learning studies through the Social Development Management program. The courses provided within this program include: Management at the Central Level, Management at the Regional and Local Levels, Organizational Management. Course sections or full courses are delivered through the Academy's Distance Learning Centre.

The Distance Learning Centre in Kyiv (as well as in Odesa) is part of the World Bank's Global Development Learning Network and is connected to 75 other similar distance learning centres in Europe, the Americas, Africa and Asia. The first GDLN centre in Europe and Central Asia region, DLC-Ukraine was supported by the Government of Canada and is a member of a modern telecommunications network that connects more than 75 independent DLCs in cities across the globe. The centre has 54 personal computers with access to the Internet, fully equipped with two Internet Multimedia Rooms – 16 workstations in each room, and a video conference room equipped with two large screens to display video and data, a smart board, PCs that can be linked together throughout the network, equipment for simultaneous translation, multimedia and overhead projectors, whiteboards, and VCRs. Videoconference services can be used for one-way (broadcast) and two-way (interactive) connections. The Distance Learning Centre can provide unique opportunities for implementing international projects.

The Academy also encompasses the Institute for In-Service Training of Senior Public Servants which provides short-term training courses to introduce the highest ranking Ukrainian civil servants (1-3) to best administrative practices. About 120,000 specialists took in-service training courses at the Academy as part of the life-long professional development program.



The Academy has four branches (now autonomous Regional Institutes of Public Administration) in Dnipropetrovsk, Kharkiv, Lviv and Odesa.

The Odesa branch has been noted as a growing base for expanding urban studies and urban management to Southern and Eastern Ukraine, the regions where issues of governance have been of particular concern in the last two years. The Director of the Odesa Regional Institute of Public Administration (ORIPA) believes that the administrative system is the legacy of the old Soviet system and requires remodeling and reform. ORIPA is providing new knowledge and skills to underscore such change by preparing civil servants for the Odesa region and other southern oblasts of Ukraine (Mykolaiv, Kherson, Vinnytsia, and Crimea, including the City of Sevastopol).

ORIPA also has extensive relations with other branches of NAPA and we were told that it can serve as a point of coordination for some courses in Eastern Ukraine and, thus, act as a countermeasure to the notion that reform ideas are imposed from Kyiv.

The Odesa Institute provides a Master of Public Administration degree and short-term training for civil servants of medium and lower ranks (4-15). In addition, it covers a wide range of training needs (including for junior governmental positions) by providing a Bachelor's degree in Public Administration and some specific management programs, such as certificate programs for project managers. Currently, there are 2000 students in ORIPA's 10 departments. To date, ORIPA has trained 1300 Masters of Public Administration; one third of these graduates work in the Odesa regional administration and city councils.

OPIRA has excellent facilities and one of the best libraries in the NAPA network. The library has a good number of electronic editions and e-journals. It also established a Distance Learning Centre and has video conferencing connections with Kyiv for lectures sharing and teleconferences.

The Academy also conducts applied research in Public Administration and Local Self-Government and provides "expertise, consultative, informational, analytical, methodological services on Public Administration theory and practice, organization and development of cooperation in international research in this area"¹⁰. Regional Institutes conduct research applying to practices of regional administrations and regional councils. In Odesa, most of this research relates to the problems of quality and effectiveness of local governance in the southern regions.

¹⁰ NAPA's Information Package.



NAPA, with its branches in major cities of Ukraine, remains a prime school of government of Ukraine and provides policy research, advice and training to thousands of senior public officials and top executives of the Ukrainian government. Given its position, the Academy deserves closer attention from the donor community, especially at a time when the initially boisterous reforms have started to falter and there is a critical need for the governmental thinking machine to be more proactive in supporting and guiding new initiatives. As a decentralized institution, NAPA provides opportunities for enhancing leadership in some specific areas, such as urban management and regional administration.

Needs Analysis

While NAPA addresses a broad spectrum of issues in public administration and local government, given the range of challenges encountered by the Ukrainian government and the problems encountered by the public sector and local governments in the area of basic needs and services, we felt that a strategic focus should be placed on enhancing the capacities of departments such as Regional Administration and Urban Management.

In Kyiv and Odesa we had an opportunity to conduct both individual interviews, focus group discussions, and round-table needs analysis discussions related to urban services improvement and urban management. The following paragraphs summarize points of major emphasis and insights provided by the NAPA and ORIPA faculty, their students and invited guests from the central, regional and local governments:

- Municipalities need skills to identify strategic directions in order for the city to make visible and meaningful breakthroughs and changes that would inspire populations to engage in further change. The need to organize mechanisms that would provide adequate balance of powers and responsibilities between different levels of government and relations with communities has never been greater. Proper involvement of local communities in management of some basic service issues such as housing, water, heating, electricity, and decision-making regarding public or private or public-private service delivery is critical. With the upcoming elections, the new city councilors will require training and information regarding some basic urban management issues. Their ability to work with local communities in an open and participatory manner will determine the success of their political careers and their performance as leaders and managers.
- Urban approaches remain compartmentalized. The development of successful strategies can be built when suitable respect is given to cross-sectoral consultations and partnerships. Interdisciplinary initiatives are few.



- Cities will not be able to achieve significant results if they rely exclusively on the old practices of budgeting. Partnerships with businesses, local communities and international entities need to be properly understood and developed. Odesa, for example, has a rich history of entrepreneurship and charitable support from its citizens. These old traditions should be restored and encouraged. On the other hand, budgeting should be linked to specific criteria, that allow measuring results and setting up benchmarks. These new concepts need to be properly reflected in modern urban management.
- Budgetary allocations and criteria that are used in budgetary planning are of interest to citizens and will certainly affect the behavior of municipal councils and administrations. Allocations to solve social problems (poverty, homelessness) will be debated and decisions need to be made to create a balance between economic and social objectives.
- As Ukraine moves toward greater decentralization, the distribution of powers between central, regional and local governments becomes an important and strategic subject. Relations between the central and regional administrations, as well as between regional administrations and municipal governments and local communities are of concern to many stakeholders. The division of administrative and fiduciary responsibilities is of interest to urban managers and decision-makers. The ability to manage these responsibilities across different levels requires new knowledge and methodologies. The urban managers look seek skills in urban and strategic planning. A number of cities in Ukraine, according to an Odesa academic, have already created their own strategic plans; these are experimental and based on amateurish ideas rather than linked to some successful models and experiences.
- Urban managers require skills to create effective coordination between administrative bodies of the government and local communities. The role of facilitators in this process should be informed and methodological help should be provided. These managers need to be able to identify problems and prioritize them in a facilitative manner. The provision of services to local communities should be based on shared decision-making processes.
- At the regional level, a balance between regional planning and local administration should be established. In particular, there have been a number of issues related to the territories of cities, zoning, and land use that require new critical evaluation and conceptualization. The concept of administration at the



- regional level requires further elaboration; administrative tools must be described and it must be explained how they correspond with other levels of the administration. ORIPA, for example, feels that there will be requests to provide research and training in these areas; especially with regard to optimal models of governance (what are the forms of local governance, which functions should be distributed among central and local governments).
- The decentralization of powers and delegation of responsibilities to the lower levels of administration will raise numerous methodological concerns. The sector of urban service delivery has already received signals of increasing challenges in such areas as housing and communal services and local economic development. In particular, there is the growing challenge of how to manage public participation in governance and decision-making.
 - Urban services standards should be introduced in order to allow for quality control. Currently, demand is moving from quantity to quality of services. Methodologically, Ukrainian urban managers seek international practices, experiences and lessons learned in this area. The people we interviewed remarked that the Canadian experience was of special value because of strong Canadian practices of public engagement.
 - Urban managers are trying to understand how to deal with the monopolies in urban service delivery. They are also trying to understand how to manage relations between different stakeholders on the continuum of housing residents - local housing bureaus – large water and energy providers. They are interested in knowing what mechanisms control quality and how the delivery of services is supervised when monopolies are decentralized. In addition, they want to know what instruments of accountability are used and how these mechanisms are applied at the local housing bureau and at the residence level. Urban managers seek recommendations as for the existing systems of administration, as well as advice regarding improvements to the legislative base.
 - In addition to methodological support to decision-making processes, urban manager seek advice regarding coordination of administrative practices with the legislative process. However, sometimes a focus on legislative acts and amendments that might be required to improve the situation takes away focus from other important issues. In particular, an over-emphasis on the law often allows human resources to fall by the wayside. What is often ignored are the knowledge and skills that people need in order to understand, interpret and implement these legislative frameworks. Investment in these human resources



should be a primary concern. Some critics note that the de-professionalization of city management has become alarming; researchers need to focus on leaders and leadership training. Studies in leadership behavior and comparative aspects of leaderships should be conducted more thoroughly.

Given all these needs within the paradigm of improving urban management and service-oriented behavior of local governments, we cannot agree more with those who view urban issues relating to responsibilities as going beyond specific municipalities; urban is the subject of policy concern and application for all levels – central, regional and municipal. It is also the subject of increasing interdependence between governmental institutions and local community organizations, as well as the public and private sectors.

The specific vehicles for collaboration between Ukrainian and Canadian institutions were also discussed. Given the rich experience of NAPA and ORIPA in international projects, the faculty and students have made the following recommendations:

- The departments of urban studies in NAPA and ORIPA are required to deal with the issues of decentralization, democratization, public participation, and social partnerships. Currently, both departments require methodological support for courses dealing with urban management, and urban service delivery. The training of Ukrainian trainers and support provided through new textbooks, monographs, publications, and case-studies have in the past made a significant impact on the capacity building of the urban departments.
- Given a significant need in urban management skills, the partners can propose a program built on case-studies, comparative studies, local success stories, and best international practices. The program can be effective if it produces a multiplication effect and there is a continuation of activities after the project's completion. Consequently, specialists who are able to teach subjects and courses that are in high demand and continue to exist upon completion of the project comprise logical components of such a program. For example, a program can contain 2-3 courses for urban managers who are completing a Master's degree program. These courses can also be provided on a short-term basis for in-service training institutes. A few of the suggested topics are: The System of Urban and Communal Services in Ukraine, The Improvement of the Quality of Urban Services, The Economics of Urban Services, Public Health and Social Housing, Housing and Communal Service Reform, Housing and Market Conditions, Monitoring Consumer Interests and Expectations. The courses should be linked to problem-solving case-studies and action research. This will help Ukrainian senior civil servants and public sector executives to discuss their real life problems in the



- classroom and seek advice from both their peers and professors, who do research on the particular issues.
- Internships have proven to be an effective vehicle for learning. Both NAPA and ORIPA professors and their students indicated that many ideas for their publications and dissertations came from their internships in Canada and other countries. Based on comparative studies, Ukrainian specialists were able to provide senior officials in their government with recommendations that had value-added with regard to lessons learned by other constituencies. Many expressed an expectation that internships for newly elected officials would have a similar effect.
 - Past experiences have shown that faculty exchange and training to equip Ukrainian trainers with adequate materials and examples of parallel processes in Canada can be very helpful. We were able to observe the success of such exchange in the case of Oleksiy Orlovsky, a professor at the Odesa Regional Institute of Public Administration and a Member of the Odesa City Council. In 1998, Dr. Orlovsky spent a month in Toronto studying the experience of the city planners in the area of urban governance. Upon his return to Odesa, Dr. Orlovsky established the Face-To-Face NGO which organized a number of local communities to manage housing and communal services. The experience was positive to the extent that the local communities have recently started the negotiation process to delegate a number of governmental responsibilities to local communities¹¹.
 - Public participation needs to be improved, local governments need to walk an extra mile to meet the expectations of citizens – to ensure this, one of the objectives of the potential project would be the development of a number of criteria for effective public service delivery, which would be proposed to regional

¹¹ Odesa has also developed methodology for support of local communities and Orlovsky advocates the adoption of this methodology through legislative acts. Orlovsky also informed us that his NGO proposed to initiate seed funds for local governments to support initiatives of local communities on the basis of bids. Local communities will be encouraged to seek matching funds in order to receive the seed grants. This will encourage investment from business and charitable organizations. Most of these grants will be targeted towards pensioners, the homeless, youth, embattered women, neighborhood improvement, and environmental protection. Another innovation has been to change procedural legislature, allowing citizens to submit proposals for the agenda issues covered by council sessions (thus, citizens would be able to determine which issues would be reviewed by the local government and in which order). Most recently, Orlovsky has established a national association to promote these innovations across the country.



and local governments and adopted by the Ukrainian Parliament as a package of regulative recommendations. The local governments can then enlist public participation in local governance by proposing to the public a list of criteria that includes those from the adopted package, as well as locally developed criteria, that fit the territorial requirements. Research and practice should be raised to a new level in planning, policy advice and implementation. For local governance there is a need to think systemically. To promote a systemic approach, thorough research and comparative studies should be conducted in this field. Training of researchers through collaborative research projects with western experts tends to improve the quality of such studies and enhances mutual learning.

- To provide support at the city level, informational integration should be conducted; cross-sectoral discussion should be initiated to create more opportunities for intergovernmental as well as public-private partnerships. As Ukraine becomes a knowledge-based society, suitable regulatory and support systems should be established to help modern administrators navigate the flow of electronic and paper information and work with modern decision-support systems.
- Improvement of urban services requires improvement of administrative and procedural mechanisms. In each city, there is a need to identify which service areas require priority attention and which actions will be required to improve, simplify and make accessible the necessary procedures. Some of these issues will be different for different cities but procedural mechanisms can be a common knowledge. The Soviet system promoted the departmental approach to social services and the planning and decision-making are still made in silos. A new integrative approach is required and more interaction between different sectors (housing, health, education) should be encouraged. Experience in dealing with sectoral partnerships would be helpful for local governments. In this realm, the major concern will be the responsibility centre: where it is located and how will it be accounted for. Consequently, such issues as monitoring and control over the quality of service delivery would require close attention and methodological support.
- ORIPA has signed an agreement with the Association of Cities of Ukraine. Given the growing economic and political powers of cities, this partnership should be nurtured. The problems of cities are very specific problems that overlap with challenges encountered by both regional and local levels of government. However, the actual problematique of cities should not be disregarded. Cities have to deal with issues of centralization, outdated methods of administration, and lack of proper connections between the city governments and local communities.



- A majority of ORIPA students are from cities. They often look to ORIPA for very specific optimal models of urban management or management of intergovernmental partnership relations. ORIPA needs research and methodological capacity to provide such support to its graduates and alumni.
- Ukrainian cities lack the capacity to think strategically and have no practice or experience in using strategic planning as a tool for their development. In the legislative field, there are no directives on how strategic plans should be tackled. Some cities have experimented with strategic plans of their own design. Such plans have been developed at the amateurish level but the planning processes were not participatory or based on the requisite analytical inputs. Other management tools, such as quality improvement management or benchmarking, are the subject of considerable interest but have not entered the Ukrainian practice with proper critical evaluation.
 - Short-term in-service training courses are an effective vehicle to cover a large corps of civil servants, especially when the need to improve their urban management skills arises. After municipal elections, such skills will be in demand from a large number of new city councilors and their management offices. ORIPA as well as NAPA provide a good system of retraining civil servants of all ranks (ranks 1-3 at NAPA, and 4-15 at ORIPA). The department of in-service training considers that courses reflecting conflict, crisis and risk management are in demand. Support for such training courses would be helpful.
 - In addition to practices developed for smaller cities, there is also a need to define specific goals and implement specific projects for large cities. There is a need for knowledge and skills to develop appropriate local administrative models that would support reforms. Ukraine has already developed a number of successful models for smaller cities. However, the dissemination of the new practices has been slow. Sometimes neighbors are not aware of each other's practices. Conferences supporting the exchange of new ideas have been helpful. But these should be integrated with the curricula development for retraining public servants at NAPA.
 - Collaborative mechanisms would benefit from an integrative focus, bringing together policy advice, methodological support to the senior civil service training programs and implementation of recommendations through experimental sites. These practices can be developed as case-studies. In terms of direct value to NAPA, its programs will be enriched with new training courses, publications, and



- trained trainers, while connections with local communities will be strengthened around specific areas of urban service delivery.
- Dissemination of the regional and local development experience is an important component for capacity building in this area. The implementation and outcomes of the potential project (research studies, cases, seminar, round-table discussions, etc.) can be demonstrated broadly for the public in the *Urban Management Journal*, as well as in other publications (scientific and mass media).

Regional Specifics

Major failures in economic and political development during the last decade were largely assigned to the “one size fits all” thinking and administrative approaches in regional planning and administration. The recent efforts of the new government to make some progress and initiate reforms in this area were unsuccessful. The territorial-administrative reform which was meant to decentralize powers in order to give more responsibilities to regional administrations went awry (with the Vice Prime Minister in charge of this reform ousted out of his riding in his native city after some controversial proposals). The subject was not properly researched, analyzed and discussed. The concept of decentralization has not been defined and remains unclear. The government, despite its current inaction in this regard, retains an optimistic stance on the future of such reform. However, nobody seems to know how it is to come about, aside from a conviction that any reforms undertaken should be based on sound research.

In Odesa as a regional centre, the question was often raised about the division of responsibilities with regard to services provided at the regional and local levels; we were told that some regions, such as Odesa, have specific economic, political and cultural conditions that have to be taken into consideration at the time of decentralization.

The Odesa region, as well as the south of Ukraine (including Crimea), is characterized by a multicultural society. Issues of urban services distribution with regard to various ethnic communities have been discussed for years. In times of budgetary constraints these discussions become tense and complicated. Thus, we were informed, the problems of schooling and budgeting in the City of Odesa were often a hotly debated issue among different ethnic groups. We were informed that Canadian governance in which multiculturalism plays a key part, is a system that is of significant interest to the south of Ukraine.

On another front, oblast centres such as Odesa are considered to be difficult to work with. Most donors consider that it is easier to achieve results in smaller cities. Driven by fewer



opportunities in large cities, innovators tend to focus primarily on smaller cities or towns. As decentralization takes hold, it is not clear how oblast centres perform their duties as seats of regional governments as well as tackling their municipal duties. In Kyiv, where the seats of government have conflated – central, regional and municipal – the overlap of responsibilities is an even larger problem than in other cities.

Kyiv is a nerve centre of the post-Orange Revolution Ukraine. It was the capital that was the major decisive force in the revolution. Kyiv also provided services as a municipality and had to deal with extra administrative and budgetary responsibilities during the Orange revolution. Some critics remark that Kyiv, however, did not follow through in the revolutionary spirit following the big event. Communities, primarily concerned with municipal problems, did not have experience and practice of governance or the ability to pressure the national government to pick up the pace of reforms. A key City of Kyiv official noted that Kyiv is often viewed solely as the seat of the central government and very few see it as a city with its own challenges and problems. Hence, donors, often, overlook the needs of the City of Kyiv. While locating their headquarters in Kyiv and regularly communicating with the national government, donors rarely support the Kyiv City Administration or Kyiv City Council with technical assistance. Most international projects are taken outside of Kyiv to the provinces and smaller cities. This particular circumstance found resonance with some donors.

However, the issue of empowering Kyiv sometimes meets scepticism from the mayors of smaller cities. Some of them remarked that the Ukrainian administrative system is too centralized and would require decentralization to give smaller cities more responsibility for managing the development of municipal infrastructures and services. Not negating this evaluation, there seems to be inadequate differentiation between Kyiv as a big city with its own problems and Kyiv as the seat of the central government of Ukraine.

The Association of Cities of Ukraine is regarded as an effective vehicle for inter-city and inter-regional discussion as well as for the dissemination of best practices. However, the role of this association needs to be clearly defined and laws regarding such associations should be developed to provide mechanisms of influence over governmental decisions. Moreover, some critics note, that responsibilities of central and local governments should be delineated before equal discussion can be held among different cities.

All these regional differences and the role of cities within regional contexts need to be given adequate attention at the time of project planning and implementation.



5. Conclusions and Suggestions

The partners have agreed to establish a collaborative mechanism for helping the Ukrainian government build capacity in urban management and deliver high quality services to the Ukrainian public.

This collaboration should be driven by strategic thinking in order for the results to be sustainable and to provide long-term impact. The partnerships between the executing institutions and their partners should be mutually beneficial and enrich each others' missions. Both institutions and their partnering organizations have rich expertise and technical capacity to undertake this ambitious task. At a time when Ukraine prepares for the challenge of post-electoral decentralized governance, the partners will work together to enhance the ability of the National Academy of Public Administration and its regional branches to provide a quick response and methodological support in the area of urban management and delivery of urban services to all levels of government. Drawing upon the resources of networks at home and abroad, the partners can provide a unique opportunity to develop such capacity and meet the urban challenges effectively.

NAPA's previous experience of collaboration with Canadian partners indicates that mutual respect can produce good results. CIDA has been NAPA's and U of T's strategic partner for many years. Building on this, the two institutions will create a joint initiative for collaboration with CIDA.

For the purpose of systemic impact, the partnership relations have been established with the Cabinet of Ministers and the Parliament of Ukraine. NAPA and ORIPA will enhance relations with its regional branches (especially, Kharkiv and Dnipropetrovsk) to promote the urban management courses and training products developed as a result of the NAPA-CUCS/ UT collaboration. Also, the partners will work with major Ukrainian associations such as the Association of Cities of Ukraine in order to promote best urban service delivery practices.

In general, NAPA and CUCS/UT see this collaboration as an opportunity for growth. CUCS/UT considers this partnership as an exciting opportunity to learn about Ukrainian reform efforts and help Ukrainian researchers and policy-makers by making available best practices and lessons learned by Canadian urban managers and leaders involved in reforms in Toronto and other Canadian cities during the last three decades. The two sides share the philosophy of research informing policy and believe that research and policy development are strongly linked to the implementation process. This "research-policy-implementation" triangle was agreed as a guiding principle for projects initiated and implemented by the two partners. The partners' strong association with the governmental



and non-governmental institutions is an obvious strength that can be employed for the implementation of specific collaborative goals.

The specific steps in the following six months will be as follows:

- 1) to create an initiative for building capacity in urban management and urban services delivery, taking into consideration stakeholder interests which include: distribution of powers, fiduciary responsibilities, and partnerships at all three levels (central, regional, and local including local communities) in delivering effective urban services; this initiative will be implemented to achieve systemic effect at a key senior civil service training institution;
- 2) to establish a continued discussion in the preparation of a large-scale project through a series of smaller scale initiatives: (a) an international seminar (Canadian-Ukrainian, or also involving CEE) to be held in Kyiv or Odesa in April or May, after the March elections, in order to evaluate emerging priorities in urban reform and human resource needs in the Ukrainian civil service; (b) a training course on urban management, to prepare trainers and translate a book that has been developed by CUCS/UTUI, and (c) a joint NAPA–CUCS/UT teleconferencing workshop through the distance learning facilities at both institutions.
- 3) given that there are a number of models and success stories that have been developed at various pilot sites of Ukraine, the new project would need to apply an integrative approach to build on the existing successes or possibly to create a registry (e-catalogue) of such successes for training and methodological support purposes (dissemination of such experiences at the systemic level is most effective). NAPA and CUCS/UT will launch such evaluation, as well as the development of a registry that would allow this institution to integrate the experiences in its curriculum and research data-bank.



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